

Message Text

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ORIGIN IO-13

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FM SECSTATE WASHDC
TO USDEL SECRETARY IMMEDIATE
INFO USMISSION GENEVA IMMEDIATE

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STADIS////////////////////
FOR THE SECRETARY FROM MAYNES

E.O. 11652:GDS

TAGS: WHO, PORG, IS, XF

SUBJECT:U.S. VOTE ON WHO BUDGET

REF: (A) STATE 104409; (B) GENEVA 3494(BEING REPEATED
SEPTELS)

1. I AM CALLING TO YOUR ATTENTION A CABLE FROM SENATOR
KENNEDY TO THE ACTING SECRETARY (REF. B) RECEIVED SUNDAY,
MAY 8, URGING THAT THE DEPARTMENT REVERSE ITS INSTRUCTION
TO ABSTAIN ON THE WHO BUDGET. SINCE PETER BOURNE HAS BEEN
URGING THE PRESIDENT TO MAKE A PERSONAL, SURPRISE, APPEAR-
ANCE AT THE WORLD HEALTH ASSEMBLY, KENNEDY'S POSITION MAY
BE BROUGHT TO PRESIDENT'S PERSONAL ATTENTION. I WILL BE UN-
ABLE TO DISCUSS SENATOR KENNEDY'S CABLE WITH THE ACTING
SECRETARY UNTIL MONDAY MORNING.

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2. THE ACTING SECRETARY'S CABLE TO SENATOR KENNEDY OUTLINES
MANY OF THE REASONS FOR OUR POSITION (REF. A). I WOULD ADD
THE FOLLOWING ADDITIONAL CONSIDERATIONS:

3. IT IS COMMON PRACTICE IN PAST ADMINISTRATIONS FOR DE-
PARTMENT TO URGE A POSITION OF BUDGETARY RESTRAINT ON THE
SPECIALIZED AGENCIES ONLY TO BE OVERTURNED AT THE LAST

MINUTE BY THE INTERVENTION OF TOP U.S. OFFICIALS FROM OTHER AGENCIES OR THE CONGRESS. AGENCIES WHERE THIS HAS HAPPENED INCLUDE FAO AND UNESCO.

4. IT IS NOT EVEN IN WHO'S BEST INTEREST, NARROWLY CONCEIVED, TO OPERATE ON THE ASSUMPTION THAT THE U.S. WILL ACQUIESCE REGULARLY IN LARGE BUDGET INCREASES. WE ARE MOVING TOWARDS WATERSHED IN UN SYSTEM AND WE MUST BEGIN NOW TO HELP HEADS OF SPECIALIZED AGENCIES TO UNDERSTAND THIS. AS THE SPECIALIZED AGENCIES BEGIN TO FOCUS MORE AND MORE ON THE NEEDS OF ONE GROUP OF COUNTRIES, I.E. THIRD WORLD, THE ASSESSED BUDGET BECOMES A FORM OF COMPULSORY RESOURCE TRANSFER. UNLESS RESTRAINT IS USED IN PRESSING FOR INCREASES, THERE WILL INEVITABLY BE A DONOR REVOLT EITHER IN THE FORM OF CUTTING BACK ON VOLUNTARY PROGRAMS OR OF REFUSING TO MEET TREATY OBLIGATIONS. INDEED, LAST YEAR FRANCE PROPOSED TO THE GENEVA GROUP, WHICH BRINGS TOGETHER THE MAJOR WESTERN DONORS, THAT THEY COLLECTIVELY INFORM THE SPECIALIZED AGENCIES THAT THEY WOULD ACCEPT BUDGET INCREASES OF A SPECIFIED AMOUNT AND THAT THEY WOULD REFUSE TO PAY ANY ASSESSED CONTRIBUTION ABOVE THAT LEVEL. JAPAN HAS SUGGESTED CUTTING BACK ON UNDP AS A FORM OF RETALIATION.

5. IN AN ATTEMPT TO CONFRONT THIS LOOMING PROBLEM, WE HAVE TAKEN THE LEADERSHIP AT THE GENEVA GROUP IN PROPOSING THAT THE NEXT BIENNIUM 1980-81, BE CONSIDERED A "PERIOD FOR PROGRAM CONSOLIDATION" DURING WHICH THE SPECIALIZED AGENCIES WOULD FOLLOW A POLICY OF NO REAL GROWTH AND WOULD LIMITED OFFICIAL USE

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VIGOROUSLY EXAMINE THEIR PROGRAMS IN ORDER TO ELIMINATE LOW PRIORITY PROGRAMS TO FREE UP RESOURCES FOR HIGH PRIORITY PROGRAMS. IN PREPARATION FOR THAT BIENNIUM, WE MUST BEGIN NOW TO MAKE CLEAR OUR CONCERN WITH RAPID BUDGET EXPANSION.

6. ALSO AS PART OF OUR STRATEGY WE HAVE EMPHASIZED THE VOLUNTARY PROGRAMS. THIS IS ONE MAJOR REASON WHY ONE OF THE FIRST DECISIONS YOU AND THE PRESIDENT MADE WAS TO INCREASE OUR REQUEST FOR UNDP BY 30. WE ARE ALSO GIVING STRONG SUPPORT TO THE VOLUNTARY PROGRAMS IN WHO TO COMBAT TROPICAL DISEASES.

7. SENATOR KENNEDY AGREES THAT WE SHOULD BE OPPOSED TO BUDGET INCREASES IN OTHER SPECIALIZED AGENCIES BUT ARGUES WE SHOULD ACQUIESCE IN WHO'S INCREASE IN ORDER TO RECOGNIZE "INDIVIDUAL MERIT" OR WHO'S SPECIAL POSITION. THE DIFFICULTY WITH THIS APPROACH IS THAT THERE IS NO WAY TO LOOK AT WHO ALONE. WHATEVER IS DONE IN WHO WILL INEVITABLY BE USED AGAINST US ELSEWHERE. IN THIS REGARD, THOUGH DR.

MAHLER IS AN ABLE DIRECTOR GENERAL, UNDER THIRD WORLD PRES-
SURE OTHER SPECIALIZED AGENCIES ARE TAKING EXACTLY SAME
STEPS TO CUT BACK HEADQUARTERS STAFF TO FREE UP MONEY FOR
FIELD PROGRAMS OF INTEREST TO THIRD WORLD.

8. THE DIRECTOR GENERAL HAS INCLUDED IN HIS BUDGET A 5
MILLION DOLLAR ITEM WITH NO DEFINITE PROJECTS PLANNED. WE
BELIEVE THIS MONEY SHOULD HAVE BEEN USED TO REDUCE THE BUD-
GET LEVEL. SENATOR KENNEDY NOTES GENERAL BELIEF THAT DR.
MAHLER WILL USE THE MONEY WELL. BUT AS A MATTER OF PRINCI-
PLE, WE DO NOT BELIEVE HEADS OF SPECIALIZED AGENCIES
SHOULD BE GIVEN A BLANK CHECK TO SPEND MONEY AS THEY WISH.
WE FACE A SOMEWHAT RELATED SITUATION IN FAO WHERE THE
DIRECTOR GENERAL, TAKING MONEY GIVEN HIM TO COPE WITH
FOREIGN EXCHANGE FLUCTUATIONS THAT TURNED OUT TO BE LESS
THAN EXPECTED, NOW PROPOSES TO USE MONEY FOR PROGRAMATIC
PURPOSES WITHOUT PRIOR DISCUSSION WITH MEMBER STATES. IN
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THAT CASE, WE SUPPORT PROGRAM PROPOSED, BUT WE STRONGLY
OPPOSE THE IDEA THAT MONEY APPROPRIATED FOR ONE PURPOSE
CAN BE USED FOR ANOTHER.

9. OUR DILEMMA, THEN, IS THAT A FRIEND, SENATOR KENNEDY,
WITH LEGITIMATE AND DISTINGUISHED INTEREST IN INTERNATIONAL
HEALTH, FEELS THAT HE MUST PROMOTE THIS INTEREST THROUGH
SUPPORT FOR WHO'S ASSESSED BUDGET (WHATEVER ITS LEVEL) AS
WELL AS FOR VOLUNTARY PROGRAMS. WE BELIEVE THAT IF THE
U.S. WISHES TO INCREASE ITS COMMITMENT IN THE FIELD OF
INTERNATIONAL HEALTH, IT SHOULD DO IT PRIMARILY THROUGH
THE VOLUNTARY PROGRAMS WHILE AT THE SAME TIME, FOR THE SAKE
OF THE OVERALL SYSTEM, PRESSING FOR MORE REALISM AND MORE
ACCOUNTABILITY IN THE ASSESSED BUDGETS.

10. I BELIEVE IT IS IN WHO'S INTEREST AND IN THE INTEREST
OF OUR OVERALL POLICY TO STICK WITH OUR PRESENT POSITION.
WE KNOW FROM GENEVA GROUP DISCUSSIONS THAT ITALY, GERMANY
AND JAPAN ALSO HAVE GREAT CONCERN OVER WHO BUDGET BUT
AT THIS POINT PROBABLY PLAN TO VOICE CONCERNS YET VOTE YES.
BECAUSE OF FUTURE PROBLEM LOOMING, WE BELIEVE IT BETTER TO
ABSTAIN AND WILL URGE THEM IN CAPITALS TO INSTRUCT THEIR
DELEGATES TO DO LIKEWISE. CHRISTOPHER

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